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Chapter 1

Introduction

Background

1. The Managerial Grid is a training program with the dual objectives of improving individual and organizational effectiveness (OE). Phase I, a one week seminar, includes exercises in which Grid participants decide what the characteristics (e.g. quality of communication flow up and down the hierarchy) of an ideal organization should be. This is followed by an exercise in which small discussion teams in the class identify the organizational barriers which should be reduced if the Agency is to move toward greater effectiveness. (This does not imply that the Agency is not already operating at a high degree of effectiveness.)

2. Approximately 1200 Agency professionals, primarily in grades GS-13 through supergrades, have completed in-house seminars since May 1964. Agency seminar leaders have long noted that Grid participants from one course to another have repeatedly been mentioning the same general barriers to OE. These Agency barriers were made the subject of an instructor's course report in February 1968 which was later summarized in an OTR Weekly Report to DD/S. It was followed by a briefing to a DD/S Staff Meeting by

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3. Up to this point, the "barriers" information had been derived solely from seminar leaders' notes taken during the verbal presentations of team spokesmen on this subject. The spokesman's report is a group product reflecting

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a consensus of team members. No statistics were available showing the total of individual responses for course participants. It was recognized that the team products could be easily distorted by the influence of a strong member or by sub-groupings within the team. An anonymous questionnaire administered to all course members might provide more objective data on attitudes of Agency professionals toward organizational problems. Moreover, this approach would allow analyses and comparisons of attitudes of participants from the different Directorates as well as from the different grid training groups.

#### Questionnaire

4. A questionnaire containing eighteen statements describing organizational barriers was developed by Dr. [ ] of the Management Training 25X1 Faculty. The items were rewritten by Dr. [ ] A&E Research 25X1 Branch, OMS, who worded them in a more neutral, factual tone; he also developed a six point scale which could be used by respondents to indicate the degree to which the statement represented an existing practice or condition adversely affecting OE. The scale was designed to allow relatively unambiguous, absolute interpretations of the six degrees from category 1, "Not at all", to category 6, "to a very major degree". The final version of the questionnaire is attached. (See Attachment A)

#### Administration of the Questionnaire

5. The questionnaire was completed anonymously by 124 participants of three Management Grid Seminars as follows:

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<u>Date</u>	<u>Course</u>	<u>Number of Students</u>
12-17 May 1968	Senior Management (Grid)	49
28 Apr-3 May 1968	Managerial Grid (Midcareer)	33
21-26 April 1968	Managerial Grid (GS-14)	42

Respondents were instructed to answer each question in regard to the Agency. Some could not respond to the word "Agency" since they were unfamiliar with the world beyond their own immediate offices; therefore, the classes were told to use as a frame of reference the largest unit in the Agency with which they were familiar, such as their own immediate office, their division, their component, or the Agency if they had sufficient overview.

6. In each case the instrument was administered at the beginning of the course because it was assumed the respondents would express their more stable and deeply ingrained attitudes at that time than they would later in the seminar - This is particularly apt to be the case in the Grid since the team activity on organizational problems often provokes heated exchanges that might intensify attitudes.

#### Comments on the Sample

7. Ideally, any attitude questionnaire should be completed by the entire population being surveyed (e.g., all professional personnel in the Agency) or by a representative sample of that body. If a sample is chosen, it should be representative in at least the following factors: work component, grade, supervisory and non-supervisory status, age, education and years of service with the Agency.

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8. The sample used in this survey was composed of students assigned to courses and is not considered representative in all of the above factors. For example, the midcareerists are reportedly a select group since the rationale for the program is to prepare them for higher management responsibilities. The classes surveyed are made up primarily of supervisors or personnel scheduled for supervision or management responsibilities so the responses of non-supervisory professionals are not part of this study. One could hypothesize that non-supervisory personnel might feel more strongly than supervisory about matters such as career planning and fitness reporting practices, since the rewards of being a supervisor (e.g., status and recognition) might alleviate the intensity of feelings.

9. Other speculations might be made about biases:

a. Senior Grid: The GS-15 and supergrades presumably have high-level responsibilities. Research shows groups at this level are inclined to find greater job satisfaction. They should be more favorably predisposed toward the organization and thus might be inclined to deemphasize problems. Communication up the hierarchy are not generally as good as down and it is possible that senior officials' awareness of some of the problems might not be complete.

b. Midcareerist Grid: Similar, although less extreme, dispositions may be operating for this group. Since they are an elite body, the organization that has so recognized them is apt to be perceived with favor.

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c. GS-14 Grid: Those attending the GS-14 Grid seminar may be less favorably predisposed toward organizational practices than the above groups. It is presumed that many are in the midcareer range but have not been selected for the training program for that group.

10. Samples from each Directorate---excluding the Directorate for Science & Technology because of the small number of this component's participants---were constituted from the foregoing grid seminars. An individual's service designation was the basis for his assignment to one of the Directorate samples. The question as to what degree the respondents in these samples are representative of their Directorates is important because the findings show significant differences in the responses between the three components. The office of origin and other background information on the Directorate samples are shown in Attachment B.

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## Chapter II

### Results for Total Sample

#### What Barriers are Considered Serious?

11. The primary focus of this analysis will be upon those questionnaire items which received high percentages of respondents indicating that the barriers were adversely affecting organizational effectiveness to a major or very major degree. It is reasonable to assume individuals using these response categories feel the barriers are of sufficient magnitude that some action toward improvement should be taken.

12. The number of persons indicating barriers to be major or very major ranged from 32% down to 9% for the various items. (See Table 1, Attachment B) These extreme-score data of Table 1 can be divided into various levels of employee concern as follows:

#### COMMENTS ON SURVEY RESULTS BASED UPON PERCENT OF TOTAL GROUP WHICH USED CATEGORY 5 (TO A MAJOR DEGREE) OR 6 (TO A VERY MAJOR DEGREE) IN COMPLETING ORGANIZATIONAL EFFECTIVENESS QUESTIONNAIRE

<u>Level of Concern</u>	<u>Percentage of Respondents</u>
1 Compartmentation being used as an excuse for not communicating rather than for security reasons was seen as the most serious problem by respondents. Thirty-two percent of the respondents saw this practice as a "major" or "very major" problem as compared to 25% or less for all other items on the questionnaire.	32

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<u>Level of Concern</u>	<u>Percentage of Respondents</u>
---------------------------------	--

- |   |   |    |
|---|---|----|
| 2 | Of major concern are personnel problems including   |    |
|   | - inadequacy of career planning   | 24 |
|   | - lack of straightforward performance feedback to employees                                     | 24 |
|   | - chiefs picking their buddies for assignments  | 24 |
|   | - inadequacy of Fitness Report form to permit accurate evaluation                               | 19 |
|   | - inadequate utilization of talents and abilities   | 18 |
| 3 | Management practices and related consequences   |    |
|   | a. Bosses are too often making decisions without participation of the "doers", and              | 21 |
|   | communications are too often downward without upward feedback.                                  | 20 |
|   | b. This is related to   |    |
|   | - a lack of clarity as to what the organization is trying to accomplish in certain programs and | 21 |
|   | - in certain countries, and   | 21 |
|   | - intergroup conflict arising from overlapping responsibilities.                                | 22 |

(Note: Most of the items above were answered in categories 5 or 6 by 20% or more of those surveyed. The exceptions were on fitness report form and utilization of talents which logically could be clustered with personnel handling items.)

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<u>Level of Concern</u>	<u>Percentage of Respondents</u>
4 Intergroup conflict arising from	
- compartmentation or	17
- lack of coordination	15
was seen as a second order (less than 20%) problem.	
Lack of interpersonal openness and trust	18
was at a similar level, as was the item on	
Cliques hindering progress.	15
However, respondents showed no strong tendency	14
to believe substantive issues were being avoided for	
fear of conflict.	
5 Personnel overstaffing received the least	12
emphasis of all items on the questionnaire. (Unfortunately	
an item on understaffing was not included.)	

13. Although many felt rather strongly that compartmentation was being used as an excuse for not communicating, they tended to see the consequences (judging only by the alternatives offered on the questionnaire) as less severe. The barriers statements most closely correlated with the compartmentation item included all three of those on intergroup conflict and the one on clique structure. All of these were seen as serious by 22% or less of the respondents in contrast to the 32% indicating compartmentation was major or very major in magnitude. It is possible that some of the consequences of using compartmentation as an excuse for not communicating were not included in the questionnaire items.

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How Widespread is the Awareness of the Barriers?

14. It is possible for hard-core percentages of 20% or more to feel certain barriers are serious and, at the same time, to have large percentages say that the barriers are not important. To obtain an indication as to how widespread the feelings are concerning the barriers, the data have been analyzed for each item to show the percentages of respondents indicating the practice or conditions as adversely affecting the organization. Table 2 gives these results for all persons who checked one of the four scale positions stating the item subject was to a minor, moderate, major, or very major degree a barrier. The percentages range from 89% on fitness report practices down to 43% for personnel overstaffing.

15. The importance of these percentages is not the absolute size but the relative ranking of problem areas. 25X1  
[redacted] in his research in industry has found responses of similar magnitude from managers when they were asked to indicate barriers to OE. 25X1  
For example, [redacted] reports that communications is listed as a problem by 74% of his sample in the United States, by 63% in Great Britain and by 84% in Japan.

16. Comments on Table 2

a. The high rank ordering of the areas of personnel-handling problems and management practices found in Table 1 holds up in Table 2. The items in the top half of Table 2 included in these two groupings are as follows:

- (1) Personnel Handling - Fitness appraisal practices are not adequate to give individuals sufficient guidance as to how they should

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improve (89%). There is insufficient interpersonal openness, trust and leveling (79%). Career planning is not adequate (78%). The present Fitness Report (FR) form does not permit accurate evaluation (74%), and there is a question of the degree to which employee talents and abilities are fully utilized (70%).

(2) Management Practices - Respondents felt communications are predominantly downward with insufficient opportunity for ideas and critiques to flow up the chain of command (82%). Bosses are too frequently making decisions without getting the views of the subordinates who have to carry out the action (79%). These practices are associated with a lack of clarity as to what the Agency is attempting to achieve in certain programs (75%) and a degree of intergroup conflict arising from lack of coordination (74%).

b. At the bottom of the list, overstaffing (47%) appears of less concern than the other items. Seeing cliques as hindering progress (57%) and subordinates being "shotdown" while attempting to carry out unclear objectives (57%) are also not given as broad an emphasis.

17. The major difference between the Table 1 (major and very major) and Table 2 (minor to very major) results is that "compartmentation being used as an excuse for not communicating" ranked eleventh in widespread

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awareness in Table 2 but clearly rose to first place as the most serious problem in Table 1.

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### Chapter III

#### Results for the Different Grid Seminars

##### Data Used in the Analysis

18. For this section, only the data from response categories 5 (to a major degree) and 6 (to a very major degree) are used. It is assumed that individuals selecting these categories feel strongly enough about the barriers to feel action should be taken in contrast to those who say the problem is minor or moderate, who may not. Emphasis is also to be placed upon those barrier items receiving 20% or more of the responses in categories 5 and 6 as an arbitrary means of pinpointing those that might deserve more attention.

##### Results

(Assumptions as to how the participants in the different Grid seminars would respond were included in paragraphs 8 and 9).

19. Agreement Among Seminars - There were only three items which the three seminars agreed were of major or very major importance: 21% of each showed high concern for (a) compartmentation being used as an excuse for not communicating rather than for security reasons, (b) the extent to which "chiefs" pick their buddies for assignments, and (c) bosses too frequently make decisions without getting the views of those who have to carry out the action.

##### 20. Difference in Responses Between Grid Seminars

a. Most outstanding was the divergence in views regarding conflict. The midcareerists gave this top emphasis attributing it to lack of coordination (30%) and overlapping responsibilities (27%) and somewhat less to compart-

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mentation being used as an excuse for not communicating (21%). (See Table 3) The senior people in contrast placed it on the bottom attributing it to lack of coordination (9%) and compartmentation (11%). (See Table 4) The GS-14 Grid respondents gave less extreme emphasis to the areas of conflict. (See Table 5) However, it will be noted that the GS-14 group showed far more concern about the items relating to fitness reporting than the Seniors and Midcareerists. This finding tends to support our speculation (see paragraph 9, c) that their attitudes might be less positive than the other two groups because they had not been selected for midcareer training.

Interpretation comments: Communications flowing upwards frequently have negative information filtered out upon the assumption that the boss does not want to be bothered by it. Could it be that the senior people are not aware of some of the conflict existing below their level. Or could it be that the midcareerists are looking upward in making this judgment and are seeing their bosses involved in conflict? There are no data to enlighten us.

b. The midcareerists showed less concern over the adequacy of career planning (15%) than any other grouping analyzed in the study. However, it was the first item on the list of barriers for the senior group (31%) and emphasized by the GS-14 Grid (25%).

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Chapter IVResults for the DirectoratesData Used in Analysis

21. For this section only the data from response categories 5 (to a major degree) and 6 (to a very major degree) are used. Emphasis is also to be placed upon those barrier items receiving 20% or more of the responses in categories 5 and 6 as an arbitrary means of pinpointing those that might deserve most attention.

Results

22. Agreement Among Directorates - There were only three items on which the three Directorates were in agreement: 21% or more of each showed high concern for (a) compartmentation being used as an excuse for not communicating rather than for security reasons (Item #2), (b) the adequacy of career planning (Item 11), and (c) the extent to which "chiefs" pick their buddies for assignments (Item 16).

23. For all other items a wide and consistent divergence in responses was found between the three Directorates. The Support Services showed a higher level of concern for the barriers generally than the other Directorates. Percentages for the extreme scores (Categories 5 and 6) for the Clandestine Services did in no case exceed 23%. (See Table 6) The Directorate of Intelligence had percentages up to 30% (See Table 7). In contrast, the Support Services had

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percentages up to 42% with ten of the eighteen items exceeding 30%. (See Table 8) Figure 1 depicts the differences in Directorate responses for all questionnaire items.

#### 24. Support Services

a. Compartmentation being used as an excuse for not communicating (42%) is seen as the greatest barrier closely followed by intergroup conflict arising from compartmentation (39%). Intergroup conflict from lack of coordination (31%) and overlapping responsibilities (27%) also were emphasized.

b. Bosses are too frequently making decisions without getting the views of those who have to carry out the action (35%) and communications are too frequently down the chain of command without adequate flow upward of ideas and critiques (31%). Bosses are also too frequently selecting their buddies for assignments rather than those who are best qualified (27%).

c. In addition to seeing career planning as an important problem (31%), there was considerable feeling that the fitness report form was inadequate (39%) and that fitness report practices were not providing employees with the straightforward feedback needed to improve performance (35%).

d. Not seen as serious problems were overstaffing (8%), tendencies to avoid substantive issues (8%), and subordinates getting "shotdown" for being unproductive while trying to implement unclear objectives (12%).

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25. Directorate of Intelligence

a. Like the Support Services, the Directorate of Intelligence saw compartmentation being used as an excuse for not communicating as a major barrier (30%); however, unlike the Support personnel (but similar to CS), the Directorate of Intelligence did not see compartmentation resulting in intergroup conflict to any great degree (9%), the latter item being one of the two lowest on their list. Intergroup conflict where it existed arose from overlapping responsibilities (24%) and some from lack of coordination (15%).

b. Bosses are too frequently making decisions without getting the views of those who have to carry out the action (27%) and communications are too frequently down the chain of command with inadequate flow upward of ideas and critiques (22%). Bosses are too often selecting their buddies for assignments rather than those who are best qualified (27%).

c. In addition to seeing career planning as an important problem (27%), there was concern that the fitness report practices were not providing employees with the straightforward feedback needed to improve performance (24%) and that the fitness report form was inadequate (21%).

26. Clandestine Services

a. Like the other two components, the CS saw compartmentation being used as an excuse for not communicating as a major barrier (21%). However, unlike the Support Services (but similar to the Directorate of Intelligence), the CS did not see compartmentation resulting in intergroup conflict to any serious degree (9%). Intergroup conflict where it existed was due to over-



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lapping responsibilities (16%) or lack of coordination (10%).

b. The CS is very different from the other components in certain management practices. Bosses too frequently making decisions without getting the views of those who have to carry out the action (9%) shared the bottom of their list of concerns along with communications which are too frequently downward with inadequate flow upward of ideas and critiques upward (9%). Bosses selecting their buddies for assignment was given higher emphasis, however (21%).

c. At the top of the CS list of barriers was concern over adequacy of career planning (23%), with fitness report practices not providing adequate feedback to help improve performance (16%) falling further down on the list; the inadequacy of the fitness report form (12%) was still lower.

d. Number two item on the CS list was the clarity of goals in certain countries (22%) being a barrier.

#### Discussion of Results for Directorates

27. Two tendencies stand out in these findings. First, compartmentation is seen to have different effects by the components. Secondly, CS personnel appear less concerned about the boss-subordinate relationship in their Directorate than other respondents. They appear to be saying, "Our bosses talk to us about things that concern us before making decisions." They are also acknowledging that communications up and down are not bad. However, the other components' personnel appear to be saying that there are definite problems in these areas.

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It is assumed that the Directorate of Intelligence personnel are referring to their own internal situation, but Support personnel, in contrast, may be referring also to the life they live within the other two components to which they are frequently assigned or interact with. Further work to clarify the frame of references used by respondents is needed.

28. A number of considerations may be cited to account for the differences between Directorates, particularly those between Support on the one hand and the CS and Directorate of Intelligence on the other. \*(See Attachment D for bar graphs on specific items.)

a. The interrelationships between the Directorates may cause greater problems for the Support Services than for the other two. This is likely because Support is most frequently in a position of taking action upon request of, or after decisions are made by, the other components who have the primary responsibility for accomplishing organizational missions. Some of the data would lend credence to this interpretation. All three directorates identified as a major problem, "compartmentation which is used for an excuse for not communicating rather than for legitimate security reasons."

\* The differences in mean scores for the items were not significant between the Directorate of Intelligence and the Clandestine Services (except for Item 3); however, the Support Services was significantly different from one or both Directorates on seven items for which data are available.

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However, a low percentage of respondents in the Clandestine Services (9%) and the Directorate of Intelligence (9%) indicated that intergroup conflict arising from compartmentation was a major problem. In contrast 39% of the Support Services indicated it was. Could it be that organizational functioning was not seen by CS and the Directorate of Intelligence personnel to be adversely affected by compartmentation but Support personnel found their efficiency complicated by this condition?

b. The Support Services personnel may have greater perspective and knowledge of Agency-wide barriers than the other components. This assumption is based upon the fact that Support personnel have an opportunity to serve in all components of the Agency and thus are provided with broader experience.

c. There could be differences in the organizational cultures of the three components. For example, the Support Services may be open and outspoken about calling a spade a spade, whereas the others may more typically play things in low key.

Chapter V

Interpretative Comments

29. In this section we wish to leave our analyses and discussion of responses to individual items and focus on the results of the questionnaire as a whole and on some major problems in interpretation they raise. We are struck by the fact that people in different Directorates and training groups differ often and significantly in the degree to which they regard certain practices and conditions as actual barriers to the Agency's effectiveness. We are equally impressed with the fact that very typically people within a Directorate or within a training group differ significantly in their judgment as to whether a given practice or condition is or is not a barrier to organizational effectiveness. These are intriguing findings, ones which certainly warrant further comment and research.

30. What situational and/or dispositional factors might be operating to account for these striking discrepancies? Some of these factors have been alluded to earlier in the text.

a. Situational Factors: By these we mean attitudinal determinants arising from one's actual experiences in and perceptions of the Agency. For example, work climates and general job satisfaction may differ from office to office, or Directorate to Directorate. This may be a function of one's colleagues, the group dynamics, one's level in the organizational hierarchy, one's boss, administrative practices, the nature of one's job or some combination of these.

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(1) We have collected some data which relate to the situational factor. One of the exercises in management grid training requires students to evaluate the Agency's culture, i.e., current day-to-day practices and ways of working characteristic of the Agency. Responses to this exercise of the Senior Management, the GS-14, and Midcareer training groups were separately analyzed. The results showed that the Senior group evaluated the Agency culture as significantly more (9, 9), (a grid style which couples heavy emphasis upon production with high concern for development and employment of the individual's talents, abilities, and experience) and significantly less (9, 1) (a style in which efficiency in operations results from arranging conditions of work in such a way that human elements interfere to a minimum degree) than either of the other groups. These results suggest that the Seniors find the Agency more people oriented (in the 9, 9 sense) and presumably more satisfying than groups of lesser grade, responsibility, and tenure. This is not unexpected, as research on organizations has repeatedly shown that employees with greater responsibility have higher job satisfaction and more positive attitudes toward management communications and advancement opportunities.

(2) Between Directorates comparisons of organizational culture evaluations did not reveal any significant differences.

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b. Dispositional Factors: Included here would be determinants primarily arising from relatively durable individual traits or characteristics. In the realm of dispositional factors one may hypothesize that different managerial and organizational values may be held by people in different Directorates and training groups. (Recent AES research has shown that officers in the different Directorates have, on the average, different vocational interest and work attitude patterns.) A partial test of this hypothesis was provided by analyses of responses to the grid training exercise entitled "A Comparison of Study of Managerial Values" wherein the student rates the relative desirability of the five managerial styles of the grid. Results of this analysis indicated that neither Directorates nor training groups differed in their ratings. However, the transparency of the rating instrument used in this exercise makes the results something less than a definitive test for differential values across groups. In the last analysis, situational and dispositional factors do not operate independently, but rather are interactive. Our separate treatment of them is merely for purposes of exposition.

31. The limited data obtained in this study preclude most speculation on the role of the factors delineated above. Their role remains, however, an important issue with which we must come to grips to achieve a full understanding of the meaning and significance of the survey data.

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## Chapter VI

### Action Implications

32. The first question to ask before commenting on action implementations is whether top management is already aware of and acting upon the types of barriers studied in this report. If the answer is in the affirmative, further comments are perhaps not relevant. The writers not being informed on this matter will proceed as if the answer were in the negative. The second question to raise is whether the survey results are what they are because of a sample bias, i.e., the people attending the three courses may not be representative of their Directorates. Since this question cannot be answered completely, the first recommendation would be in the direction of determining the validity of the survey findings.

a. Conduct a Complete Survey of Professionals - To obtain accurate results as to how Agency professionals perceive the barriers, either a complete survey or one involving representative sampling could be conducted. The barriers' areas could first be more completely defined through sample interviewing and these data could be used to construct a more comprehensive questionnaire.

b. Feedback of Data to Effect Attitude Change - One technique being used by the University of Michigan group and others is to use survey data as a basis for bringing about organizational change. The research results are presented to the professional employees at discussion meetings of small organizational units. Suggestions for action to overcome barriers

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are sought from the participants and are sometimes of sufficient worth to be acted upon by management.

c. Management and supervision course sessions could also include discussion of the findings as a basis of educating personnel on how to overcome some of the barriers. The survey findings might also provide guidance as to what attitudes they should encourage in new employees, e.g., image building for intergroup cooperation between Directorates.

d. Employment of Grid Techniques - Since over 1200 Agency professionals have completed the Grid, it may be possible to take advantage of this reservoir of training and build upon it in certain areas. For instance, if intergroup conflict exists between two units, Phase I of the Grid provides a technique of attempting to cope with it. Phase II as a means of work team development could also be appropriate in certain cases. This would be particularly so in attempting to overcome problems of bosses too frequently making decisions without consulting their subordinates who later find themselves struggling with the consequences of this practice.

e. Training in Employee Appraisal - Although there was considerable concern over the FR form, it will be remembered that FR practices (not enough leveling to guide employee toward improvement) was a barrier of which there was a widespread awareness in the Agency. The process rather than the instrument appears to be the most meaningful point to emphasize. One technique designed to improve employee appraisal through forthright

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communications involves supervisor-employee goal setting. A program in the techniques of goal setting with employees could be instituted organization-wide.

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Directorate to which assigned \_\_\_\_\_

Service designation \_\_\_\_\_

Numerous studies have been made in industry and government of the barriers to organizational effectiveness. Below is a list of practices and conditions that have frequently been identified as factors adversely affecting organizational effectiveness. Enter in the space provided to the right of each the number (1 to 6) of the response that most accurately expresses your views.

To what degree is the Agency's effectiveness adversely affected by the practice or condition?

Responses

- 1 - Not at all
- 2 - To a very minor degree
- 3 - To a minor degree
- 4 - To a moderate degree
- 5 - To a major degree
- 6 - To a very major degree

- |  |          |
|--|----------|
| 1. Communications which are predominantly down the chain of command with minimal flow of ideas and critiques up the hierarchy. | 1. _____ |
| 2. Compartmentation which is used as an excuse for not communicating rather than for legitimate security reasons.              | 2. _____ |
| 3. Decisions which are made by bosses without getting the views of those who will have to carry out the action.                | 3. _____ |
| 4. Degree of clarity existing as to what the organization is trying to achieve in certain programs.                            | 4. _____ |
| 5. Degree of clarity existing as to what the organization is trying to achieve in certain countries.                           | 5. _____ |
| 6. Lower echelons trying to implement unclear objectives and getting "shot down" for being unproductive.                       | 6. _____ |
| 7. Intergroup conflict arising from overlap of responsibilities.   | 7. _____ |
| 8. Intergroup conflict arising from lack of adequate coordination.   | 8. _____ |
| 9. Intergroup conflict arising from compartmentation.  | 9. _____ |

10. Informal organization and clique structures which hinder progress toward organizational goals and objectives. 10. \_\_\_\_\_
11. Personnel - Adequacy of provisions for career planning. 11. \_\_\_\_\_
12. Personnel - Extent of overstaffing whereby too many people get assigned to organizational units for the amount of work to be done. 12. \_\_\_\_\_
13. Personnel - Extent of utilization of talents and abilities of staff employees. 13. \_\_\_\_\_
14. Personnel - Adequacy of the Fitness Report form to permit accurate evaluation. 14. \_\_\_\_\_
15. Personnel - Adequacy of traditional fitness report practices to provide employees with honest straightforward feedback as to where they should improve. 15. \_\_\_\_\_
16. Personnel - Extent to which "Chiefs" pick their buddies for assignments rather than personnel being selected on the basis of who is best qualified. 16. \_\_\_\_\_
17. Degree of interpersonal openness, leveling and trust. 17. \_\_\_\_\_
18. Avoidance of substantive issues for fear of causing inter-personal difficulties and conflict. 18. \_\_\_\_\_

Please comment upon any of the above items which you found to contain unclear phraseology.

Please comment upon any practices or conditions which should be added to the above list.

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ATTACHMENT B

TOTAL SAMPLE

<u>DCI</u>	<u>Senior Management</u>	<u>Midcareer</u>	<u>GS-14 Grid</u>	<u>Sub Total</u>
-	2	1		3
OPP	1		1	2
TOTAL	3	1	1	5

Directorate of Science & Technology

OEL	2		1	3
ORD	1		1	2
FMSAC			2	2
OSP	1	2	1	4
OSA	1			1
OCS	1			1
OSI		1		1
TOTAL	6	3	5	14

Directorate of Intelligence

-	2			2
IAS	2		2	4
<span style="border: 1px solid black; display: inline-block; width: 40px; height: 15px;"></span>	2		1	3
CRS	1	3	1	5
OBGI	2	1	2	5
OER	3		1	4
NPIC	2	1	3	6
OSR	3	1		4
DCS		1		1
OCI		1	2	3
IRS	1			1
TOTAL	18	8	12	38

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TOTAL SAMPLE

<u>Clandestine Services</u>	<u>Senior Management</u>	<u>Midcareer</u>	<u>GS-14 Grid</u>	<u>Sub Total</u>
-	1			1
CA	1	1		2
EUR	1	2		3
FI	2	1	5	8
SB	1	1	1	3
TSD	2		3	5
WH	2	2		4
RID		1		1
NE		1	3	4
FE		4		4
		1	2	3
TOTAL	10	14	14	38

Support Services

OMS			1	1
OC	3	2	1	6
OS	1	1	1	3
OL			3	3
OP	1	2	1	4
OF	1	1		2
OTR	6	1	3	10*
	12	7	10	29

\* Of these 5 are Support Services and 5 CS. For the analysis by Directorates in Chapter IV, the five CS individuals were included in the CS Sample.

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# THE SAMPLE FOR DIRECTORATES

One-hundred-and-two individuals attending three Grid seminars completed the questionnaire anonymously. Respondents were requested to indicate the Directorate of their career service. Information on the number attending for the three Directorates, their average age, grade, and length of service is as follows:

DDS Sample: Twenty-six officers. Thirty-four percent of this sample were enrolled in the Midcareer course, 35% in the Senior Management course, and 31% in the GS-14 grid. Their average age was 46, the average grade GS-14.1, and their average length of service 16 years.

DDI Sample: Thirty-three officers. The percent coming from each grid course was: 21% Midcareer, 30% GS-14 and 48% Senior Management. The average age was 45, the average grade GS-14.3, and the average length of service 15 years, 4 months.

DDP Sample: Forty-three officers. Thirty-five percent were enrolled in the Midcareer Course, 37% in the GS-14 grid and 28% in the Senior Management grid. The average age was 46 years, the average grade GS-14, and the average tenure 15 years, 7 months.

(There were no statistically significant differences in the average age, tenure, or grade across the three Directorates.)

The Directorate of Science and Technology did not have a sufficient number in attendance to permit an analysis.

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EYES ONLYTOTAL SAMPLE

Table 1: PERCENTAGES OF INDIVIDUALS INDICATING CERTAIN PRACTICES AND CONDITIONS ARE ADVERSELY AFFECTING THE AGENCY'S EFFECTIVENESS TO A MAJOR OR VERY MAJOR DEGREE

Percentage Saying Major or Very Major Degree	Questionnaire Item Number	Item Content	
*			
32	(33)	2	Compartmentation an excuse for not communicating
24	(22)	11	Adequacy of career planning
24	(11)	15	Fitness Report Practices - not enough leveling
24	(33)	16	Buddy assignments
22	(31)	7	Intergroup conflict due overlapping responsibilities
21	(21)	3	Bosses make decision without getting views of subordinates
21	(25)	4	Clarity of goals in certain programs
21	(38)	5	Clarity of goals in certain countries
20	(18)	1	Communication downward, not enough upward
19	(25)	14	Fitness Report form adequacy
18	(30)	13	Use of employee talents and abilities
18	(21)	17	Openness, leveling and trust
17	(34)	9	Intergroup conflict from compartmentation
15	(26)	8	Intergroup conflict from lack of coordination
15	(43)	10	Cliques hinder progress
14	(37)	18	Avoidance of substantive issues
12	(43)	6	Getting "shotdown" while carrying out unclear objectives
9	(53)	12	Overstaffing

\* The figures in parentheses are the percentages of respondents who answered the item in categories 1 (Not at all) or 2 (To a very minor degree). It is of interest to note how the extreme scores 1 and 2 and 5 and 6 differ considerably from item to item. For example, Item 2 on compartmentation shows 32% saying this is a serious (5 and 6) barrier, but an almost equal number saying that it is no problem (1 and 2). However, item 15 shows 24% saying FR practices - not enough

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(Table 1 continued)

leveling - is serious but only 11% saying this is no problem. These differences are related to the discussion of how widespread is the awareness of the barrier in contrast to how strong is the feeling that something be done about it. (See paragraph 12)

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TOTAL SAMPLE

Table 2: PERCENTAGES OF INDIVIDUALS INDICATING CERTAIN PRACTICES AND CONDITIONS ARE ADVERSELY AFFECTING THE AGENCY'S EFFECTIVENESS TO A MINOR OR GREATER DEGREE.

Percent Saying	Questionnaire	Item
Minor	Item	Item
Moderate	Number	Content
Major or		
Very Major		
Degree		
89	15	Fitness Report Practices - not enough leveling
82	1	Communication downward, not enough upward
79	3	Bosses make decision without getting views of subordinates
79	17	Openness, leveling and trust
78	11	Adequacy of career planning
75	4	Clarity of goals in certain programs
75	14	Fitness Report form adequacy
74	8	Intergroup conflict from lack of coordination
70	13	Use of employee talents and abilities
69	7	Intergroup conflict-due overlapping responsibilities
67	2	Compartmentation an excuse for not communicating
67	16	Buddy assignments
66	9	Intergroup conflict from compartmentation
63	18	Avoidance of substantive issues
62	5	Clarity of goals in certain countries
57	6	Getting "shotdown" while carrying out unclear objectives
57	10	Cliques hinder progress
47	12	Overstaffing

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COURSE: MIDCAREER EXECUTIVE DEVELOPMENT

Table 3: PERCENTAGES OF INDIVIDUALS INDICATING CERTAIN PRACTICES AND CONDITIONS ARE ADVERSELY AFFECTING THE AGENCY'S EFFECTIVENESS TO A MAJOR OR VERY MAJOR DEGREE

<u>Percentage</u> <u>Saying</u> <u>Major or</u> <u>Very Major</u> <u>Degree</u>	<u>Questionnaire</u> <u>Item</u> <u>Number</u>	<u>Item</u> <u>Content</u>
30	8	Intergroup conflict from lack of coordination
27	7	Intergroup conflict-due overlapping responsibilities
24	2	Compartmentation an excuse for not communicating
21	3	Bosses make decision without getting views of subordinates
21	5	Clarity of goals in certain countries
21	9	Intergroup conflict from compartmentation
21	13	Use of employee talents and abilities
21	16	Buddy assignments
18	1	Communication downward, not enough upward
18	4	Clarity of goals in certain programs
18	15	Fitness Report Practices - not enough leveling
15	11	Adequacy of career planning
15	14	Fitness Report form adequacy
12	10	Cliques hinder progress
12	17	Openness, leveling and trust
12	18	Avoidance of substantive issues
9	6	Getting "shotdown" while carrying out unclear objectives
0	12	Overstaffing

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COURSE: SENIOR MANAGEMENT SEMINAR

Table 4: PERCENTAGES OF INDIVIDUALS INDICATING CERTAIN PRACTICES AND CONDITIONS ARE ADVERSELY AFFECTING THE AGENCY'S EFFECTIVENESS TO A MAJOR OR VERY MAJOR DEGREE

Percentage Saying Major or Very Major Degree	Questionnaire Item Number	Item Content
31	11	Adequacy of career planning
25	13	Use of employee talents and abilities
25	16	Buddy assignments
23	3	Bosses make decision without getting views of subordinates
22	2	Compartmentation an excuse for not communicating
20	1	Communication downward, not enough upward
19	17	Openness, leveling and trust
18	4	Clarity of goals in certain programs
18	6	Getting "shotdown" while carrying out unclear objectives
18	15	Fitness Report Practices - not enough leveling
16	7	Intergroup conflict-due overlapping responsibilities
15	10	Cliques hinder progress
14	5	Clarity of goals in certain countries
14	14	Fitness Report form adequacy
13	12	Overstaffing
13	18	Avoidance of substantive issues
11	9	Intergroup conflict from compartmentation
9	8	Intergroup conflict from lack of coordination

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EYES ONLYCOURSE: MANAGERIAL GRID (FOR GS-14s)

Table 5: PERCENTAGES OF INDIVIDUALS INDICATING CERTAIN PRACTICES AND CONDITIONS ARE ADVERSELY AFFECTING THE AGENCY'S EFFECTIVENESS TO A MAJOR OR VERY MAJOR DEGREE

Percentage Saying Major or Very Major Degree	Questionnaire Item Number	Item Content
51	2	Compartmentation an excuse for not communicating
37	15	Fitness Report Practices - not enough leveling
31	5	Clarity of goals in certain countries
30	14	Fitness Report form adequacy
27	4	Clarity of goals in certain programs
25	11	Adequacy of career planning
24	7	Intergroup conflict-due overlapping responsibilities
24	16	Buddy assignments
24	17	Openness, leveling and trust
20	3	Bosses make decision without getting views of subordinates
19	1	Communication downward, not enough upward
19	9	Intergroup conflict from compartmentation
17	10	Cliques hinder progress
17	18	Avoidance of substantive issues
10	8	Intergroup conflict from lack of coordination
9	12	Overstaffing
7	6	Getting "shutdown" while carrying out unclear objectives
7	13	Use of employee talents and abilities

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GROUP: CLANDESTINE SERVICES

Table 6: PERCENTAGES OF INDIVIDUALS INDICATING CERTAIN PRACTICES AND CONDITIONS ARE ADVERSELY AFFECTING THE AGENCY'S EFFECTIVENESS TO A MAJOR OR VERY MAJOR DEGREE

Percentage Saying Major or Very Major Degree	Questionnaire Item Number	Item Content
23	11	Adequacy of career planning
22	5	Clarity of goals in certain countries
21	2	Compartmentation an excuse for not communicating
21	16	Buddy assignments
16	7	Intergroup conflict-due overlapping responsibilities
16	15	Fitness Report Practices - not enough leveling
15	4	Clarity of goals in certain programs
14	13	Use of employee talents and abilities
14	17	Openness, leveling and trust
14	18	Avoidance of substantive issues
12	14	Fitness Report form adequacy
11	6	Getting "shotdown" while carrying out unclear objectives
11	10	Cliques hinder progress
10	8	Intergroup conflict from lack of coordination
10	12	Overstaffing
9	1	Communication downward, not enough upward
9	3	Bosses make decision without getting views of subordinates
9	9	Intergroup conflict from compartmentation

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GROUP: INTELLIGENCE

Table 7: PERCENTAGES OF INDIVIDUALS INDICATING CERTAIN PRACTICES AND CONDITIONS ARE ADVERSELY AFFECTING THE AGENCY'S EFFECTIVENESS TO A MAJOR OR VERY MAJOR DEGREE

Percentage Saying Major or Very Major Degree	Questionnaire Item Number	Item Content
30	2	Compartmentation an excuse for not communicating
30	16	Buddy assignments
27	3	Bosses make decision without getting views of subordinates
27	11	Adequacy of career planning
24	7	Intergroup conflict-due overlapping responsibilities
24	15	Fitness Report Practices - not enough leveling
22	1	Communication downward, not enough upward
21	4	Clarity of goals in certain programs
21	14	Fitness Report form adequacy
18	13	Use of employee talents and abilities
16	5	Clarity of goals in certain countries
15	8	Intergroup conflict from lack of coordination
15	10	Cliques hinder progress
15	17	Openness, leveling and trust
15	18	Avoidance of substantive issues
12	6	Getting "shotdown" while carrying out unclear objectives
9	9	Intergroup conflict from compartmentation
9	12	Overstaffing

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GROUP: SUPPORT SERVICES

Table 8: PERCENTAGES OF INDIVIDUALS INDICATING CERTAIN PRACTICES AND CONDITIONS ARE ADVERSELY AFFECTING THE AGENCY'S EFFECTIVENESS TO A MAJOR OR VERY MAJOR DEGREE

Percentage Saying Major or Very Major Degree	Questionnaire Item Number	Item Content
42	2	Compartmentation an excuse for not communicating
39	9	Intergroup conflict from compartmentation
39	14	Fitness Report form adequacy
35	3	Bosses make decision without getting views of subordinates
35	15	Fitness Report Practices - not enough leveling
32	5	Clarity of goals in certain countries
31	1	Communication downward, not enough upward
31	4	Clarity of goals in certain programs
31	8	Intergroup conflict from lack of coordination
31	11	Adequacy of career planning
27	7	Intergroup conflict-due overlapping responsibilities
27	16	Buddy assignments
27	17	Openness, leveling and trust
24	13	Use of employee talents and abilities
23	10	Cliques hinder progress
12	6	Getting "shotdown" while carrying out unclear objectives
8	12	Overstaffing
8	18	Avoidance of substantive issues

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# RESPONSES TO SELECTED QUESTIONNAIRE

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Degree to which  
Agency's Effective-  
ness Adversely  
Affected \*

ATTACHMENT D

## Item #1 - Communications downward - not enough upward

	Total	C.S.	Intell.	Support
No Problem (1, 2)	18%	28%	12%	8%
Minor to Moderate (3, 4)	62%	63%	66%	61%
Major to Very Major (5, 6)	20%	9%	22%	31%

## Item #2 - Compartmentation an excuse for not communicating

	Total	C.S.	Intell.	Support
No Problem (1, 2)	33%	30%	48%	26%
Minor to Moderate (3, 4)	35%	49%		48%
Major to Very Major (5, 6)	32%	21%	22% 30%	42%

## Item #3 - Bosses make decision without getting views of subordinates

	Total	C.S.	Intell.	Support
No Problem (1, 2)	21%	30%	15%	8%
Minor to Moderate (3, 4)	58%	61%	58%	57%
Major to Very Major (5, 6)	21%	9%	27%	35%

\* Response categories on six-point scale used on questionnaire (See Attachment A)

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**SECRET EYES ONLY**  
Percentages of Individuals Who Answered  
Organizational Barriers Questionnaires Items  
in Categories 5 (to a Major Degree) or 6 (to  
a Very Major Degree) Analyzed by Directorate

FIGURE 1

